



JOHN ENGLER  
GOVERNOR

STATE OF MICHIGAN  
DEPARTMENT OF EDUCATION  
LANSING



THOMAS D. WATKINS, JR.  
SUPERINTENDENT OF  
PUBLIC INSTRUCTION

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TO: State Board of Education

FROM: Thomas D. Watkins, Jr.

SUBJECT: Leading Change – AYP Update

Department staff and individual Board members have devoted time to aligning Education YES!, our 21st Century accreditation system, with HR 1 (ESEA), No Child Left Behind Act. Clearly, the challenge of developing one accreditation system was magnified with the passage of this federal legislation.

It has been our collective goal to align Education YES! with No Child Left Behind to minimize confusion at the local school level and to the general public. Further, this alignment of *Education YES!* and No Child Left Behind dovetails with the Board strategic goal to “attain substantial and meaningful improvement in academic achievement for all students, with primary emphasis on chronically underperforming schools.” This alignment will greatly enhance our ability to target our limited resources to assist the most needy, underperforming schools. However, like a dance, one of the partners must lead. When it comes to Michigan’s children, that leader is clearly the Michigan State Board of Education and the Department of Education.

At the September 12, 2002, State Board meeting, options were discussed to define our state Adequate Yearly Progress (AYP). Board Member John Austin challenged the Board and staff to seek a third way to better align the state accreditation system with No Child Left Behind, with Michigan’s policy leading the way. Attachment A is an outgrowth of the collective efforts of individual State Board members and staff toward that end. This approach puts Michigan’s 21<sup>st</sup> Century accreditation system as the driver, and derives AYP objectives from the *Education YES!* cut-scores. Estimated impact data is provided in the same format as the AYP simulations that have been previously shared with the Board as part of the AYP discussions. The previous simulations are included in Attachment B.

We must strive for a single fair, integrated system that runs on one track, not two as we have promised. While it is important to identify schools that are underperforming, it is more important to focus our efforts to improve their performance.

Obviously, we want to and must work with our colleagues at the federal level as we address ESEA/NCLB. Yet, we must remain steadfast that when it comes to our children, we will lead the way.

Further, it is critical to the public, the incoming executive administration and Legislature, and the business and education community, that a comprehensive communications strategy be developed to assure that all stakeholders understand Education Yes!. Staff have been working with the Education Alliance and the Michigan School Public Relations Association (MSPRA) to develop a clear and concise communications plan to unveil this 21<sup>st</sup> Century accreditation system.

Staff will be contacting you over the next few days to see if you have any questions prior to our October 24, 2002, Board meeting. As always, feel free to contact me if you have any questions.

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608 WEST ALLEGAN STREET • P.O. BOX 30008 • LANSING, MICHIGAN 48909  
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## Deriving AYP from *Education YES!*

*Education YES! – A Yardstick for Excellent Schools* has a great amount of buy-in among both educators and the community at-large because it is felt that concerns have been heard and that the system is truly the product of the collective work of concerned citizens across the state. However, the No Child Left Behind Act (NCLB) was passed and signed into law while Michigan was holding forums on *Education YES!*.

*Education Yes!* will grade schools A through “D-alert” and “Unaccredited” based on multiple measures of academic and non-academic achievement. As the federal government is attempting with NCLB, Michigan is even more comprehensively seeking to provide feedback to schools and parents on how they are faring based on high standards for all children. *Education YES!* will guide the state in assigning resources, special assistance (and ultimately sanctions for non-improvement) to those schools that are at the bottom of the scale. The purpose of this paper is to discuss how Michigan’s accountability plan for NCLB can be derived directly from *Education YES!*, and how Michigan can benefit by a single state accountability system. The advantage is that one yardstick, and a better, more multi-dimensional yardstick— *Education YES!* will be used to grade Michigan schools, target resources for assistance, and identify schools in which improvement is needed.

### Two Ways to “Make” Adequate Yearly Progress (AYP)

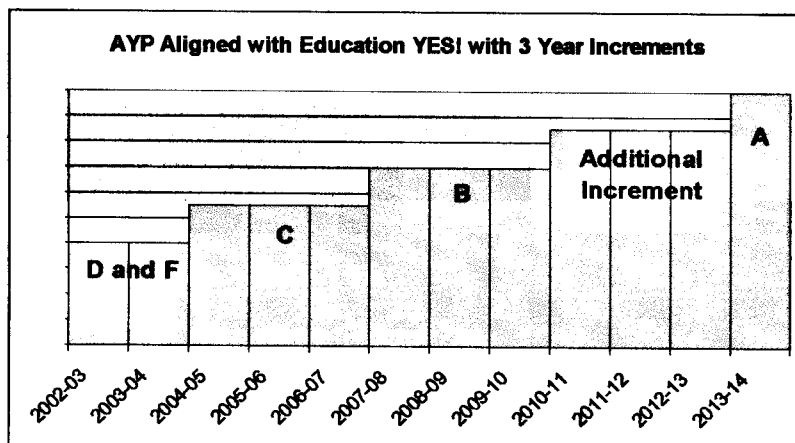
NCLB defines two ways that a school can demonstrate progress (AYP). These two mechanisms are related to two of the ways that student achievement is measured under *Education YES!*

- A school has student achievement at a level above the state objective in each of the content areas assessed on state assessments. Attainment of the state objective is related to the achievement status component of *Education YES!*
- If a school has not met the state objective for a content area, the school is considered to have made progress if the percentage of students who did not meet or exceed the proficient level for that year decreased by 10 percent of that percentage from the preceding school year. This is known as the “safe harbor” provision of NCLB and is related to the achievement change component of *Education YES!*

Much of the discussion to date on AYP has centered on the definition of a starting point, which will be the initial state objective in Michigan’s AYP definition. The federal law requires that each state to set a starting point at or above a federal minimum (the 20<sup>th</sup> percentile) and must be raised over twelve years to reach 100% proficiency by school year 2013-14. It should be pointed out that schools identified for improvement will not include those that make adequate improvement (change) as required by safe harbor.

The Accreditation Advisory Committee has focused its recommendation for alignment with NCLB on the change component of *Education YES!* The Advisory Committee believes that a target for improvement should be set for each Michigan school. This alignment addresses achievement

change, but not achievement status. The graph on the right shows what a “tighter” alignment between *Education YES!* and NCLB might look like. This alignment is focused on the status component of



*Education YES!*, using the cut-scores from the grades in *Education YES!* as the objectives for AYP over the 12 year target of NCLB. (The labels “D” and “F” are used because this uses only the grade for achievement status from *Education YES!* A school will not be labeled unaccredited based on only one of the seven grades. The composite grade will be reported with the labels “D/Alert” and “Unaccredited.”)

Based on the preliminary cut-score analysis that was provided to the Advisory Committee, the initial “starting point” would identify schools at both the “D” and “F” level in order to be set at or above the federal minimum. NCLB requires that the state objective be increased at least every three years, and that the objective be increased from the starting point in the third year (2004-05).

The *Education YES!* cut –scores that will come before the State Board of Education are based on a process that will have more integrity and support from the field than a set of arbitrary targets set from the federal law. This “tighter” alignment would begin with the alignment of content areas in the system. *Education YES!* and NCLB would both use mathematics and reading/English language arts at the elementary level; at the middle school and high school level science and social studies are counted as well. The status and change components of the aligned system will work together. The schools identified for improvement will be schools that fall below the state objective (initially at the unaccredited level) minus schools that have made sufficient improvement (through the school’s change grade on *Education YES!*).

The main advantage of the “tighter” alignment between *Education YES!* and NCLB is that Michigan will have a single state accountability system, not a state system, and then a different federal mandated system identifying schools for special assistance and/or sanction. The system will be highly integrated and will allow direct targeting of resources to assist the same set of underperforming schools, as identified from both state and federal perspectives.

The following chart was derived from the preliminary cut-score data. The cut-score recommendation is still under review by the Accreditation Advisory Committee. This analysis is an estimate based on the cut-scores that the Advisory Committee discussed at its meeting on October 10-11, 2002. The data table is formatted in the same manner as the impact analyses that have previously been developed. This analysis includes alignment with the content areas measured in *Education YES!* (as approved by the State Board of Education) to include science and social studies at the middle school and high school levels. The data was modeled using the elementary and middle cut-scores for “F” and “D: for mathematics and reading at the elementary and middle school levels, and an estimate of the cut-scores that may be recommended in science and social studies at the middle school level. It is the best estimate of the first year (2002-03) impact of the approach outlined this paper.

	<b>All Schools</b>	<b>Title I Schools</b>
<b>Schools Identified for Improvement</b>	<b>777</b>	<b>684</b>
Initial Identification	31	27
Continuing Identification	205	187
Corrective Action	541	470
Blue Ribbon Schools Identified	5	4
Golden Apple Schools Identified	84	79
North Central Schools Identified	215	152

### AYP Impact Analysis\*

The following analysis was prepared at the request of members of the State Board of Education to present impact data developed from simulations of possible ways to identify schools for improvement under the No Child Left Behind Act. These analyses were done using 2001-02 MEAP data.

#### 1) The current AYP definition (1997 policy)

##### a) Updated with the 2001-02 MEAP data (math, reading, science and writing)

	All Schools	Title I Schools
Schools Identified for Improvement	2,068	1,496
Initial Identification	226	142
Continuing Identification	711	527
Corrective Action	1,131	827
Blue Ribbon Schools Identified	78	41
Golden Apple Schools Identified	185	152
North Central Schools Identified	694	456

##### b) with social studies data added

	All Schools	Title I Schools
Schools Identified for Improvement	2,245	1,620
Initial Identification	204	139
Continuing Identification	910	654
Corrective Action	1,131	827
Blue Ribbon Schools Identified	91	49
Golden Apple Schools Identified	233	191
North Central Schools Identified	760	495

##### c) using only math and reading

	All Schools	Title I Schools
Schools Identified for Improvement	1,114	953
Initial Identification	108	91
Continuing Identification	621	499
Corrective Action	415	363
Blue Ribbon Schools Identified	25	17
Golden Apple Schools Identified	91	79
North Central Schools Identified	328	258

\* This information was distributed previously at the September Board meeting.

- 2) The 20th percentile (August Staff Proposal) using math and reading only based on 2001-02 MEAP data

	All Schools	Title I Schools
Schools Identified for Improvement	523	482
Initial Identification	53	42
Continuing Identification	105	97
Corrective Action	365	343
Blue Ribbon Schools Identified	5	5
Golden Apple Schools Identified	65	61
North Central Schools Identified	71	63

- 3) The 20th percentile (August Staff Proposal) with alignment with Education YES! to include science and social studies at the middle school and high school levels.

	All Schools	Title I Schools
Schools Identified for Improvement	575	530
Initial Identification	66	54
Continuing Identification	119	111
Corrective Action	390	365
Blue Ribbon Schools Identified	5	5
Golden Apple Schools Identified	76	73
North Central Schools Identified	90	80

- 4) The 20th percentile (August Staff Proposal) using math and reading only with starting the baseline at 50% proficient, rather than at around 40%.

	All Schools	Title I Schools
Schools Identified for Improvement	768	816
Initial Identification	82	63
Continuing Identification	192	172
Corrective Action	494	581
Blue Ribbon Schools Identified	13	11
Golden Apple Schools Identified	98	91
North Central Schools Identified	206	148

- 5) The 20th percentile (August Staff Proposal) with Education YES! to include science and social studies at the middle school and high school levels with starting the baseline at 50% proficient, rather than at around 40%.

	All Schools	Title I Schools
Schools Identified for Improvement	1,047	888
Initial Identification	110	84
Continuing Identification	437	379
Corrective Action	500	425
Blue Ribbon Schools Identified	13	11
Golden Apple Schools Identified	130	99
North Central Schools Identified	605	372

- 6) The 30<sup>th</sup> percentile as the baseline with alignment with Education YES! to include science and social studies at the middle school and high school levels.

	All Schools	Title I Schools
Schools Identified for Improvement	898	774
Initial Identification	91	69
Continuing Identification	210	192
Corrective Action	597	513
Blue Ribbon Schools Identified	12	9
Golden Apple Schools Identified	109	101
North Central Schools Identified	217	160

## Additional AYP Analysis

The following data were prepared based on alignment with Education YES! to include only mathematics and reading at the elementary level, and to include science and social studies in addition to mathematics and reading at the middle school level.

	20 <sup>th</sup> Percentile		22 <sup>nd</sup> Percentile		23 <sup>rd</sup> Percentile		25 <sup>th</sup> Percentile	
	All Schools	Title I Schools	All Schools	Title I Schools	All Schools	Title I Schools	All Schools	Title I Schools
Schools Identified for Improvement	575	530	598	548	631	577	653	622
Initial Identification	66	54	64	51	66	53	71	56
Continuing Identification	119	111	122	113	132	123	149	139
Corrective Action	390	365	412	384	433	401	433	427
Blue Ribbon Schools Identified	5	5	6	6	6	6	6	6
Golden Apple Schools Identified	76	73	76	73	98	72	87	80
North Central Schools Identified	90	80	92	80	104	86	128	105